

Informing and Engendering the One UN Reform Process

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This primer provides an overview of the One UN process including descriptions of the eight pilot programs and an analysis of how gender is being addressed as the eight pilot programs implement the One UN process.

Acronyms

CERF - Central Emergency Relief Fund
CCA - Common Country Assessment
ILO - International Labour Organization
JP - Joint Programme
MDG - Millennium Development Goal
PCG - Programme Coordination Group
PSRP - Poverty Reduction Strategy Paper
RC - Resident Coordinator
SWC - System Wide Coherence
UN - United Nations
UNCSAC - United Nations-Civil Society Advisory Committee
UNDAF - United Nations Development Assistance Fund
UNDP - United Nations Development Programme
UNEP - United Nations Environmental Programme
UNIFEM - United Nations Development Fund for Women
UNFPA - United Nations Population Fund
UNHRC – United Nations Human Rights Commission
UNSDB - United Nations Sustainable Development Board
VAW - Violence against Women

The work of the United Nations (UN) is only meaningful to people if it is relevant and effective. This is especially true for women, who have been traditionally left out of the international development process, with gender equality often being considered a marginal issue. The UN Population Fund has long documented how discrimination against women is not only a danger to social cohesion, but also a drain on economic development: “gender discrimination is based on predetermined and often rigid expectations of the appropriate roles of men and women in political, economic, social and family life, regardless of individual abilities or aspirations. Gender discrimination thus restricts the personal development of both men and women and holds back progress towards poverty reduction and development.”¹ According to the World Bank, promoting gender equality and empowering women through educational and health programs, radically improves future economic growth in developing countries.²

Historically, however, donor support in developing nations has frequently been uncoordinated and unfocused, further hampering efforts to bring women’s empowerment to the forefront of the global development agenda. Development projects, for example, can generate an immense administrative burden on the already limited capacity of developing country institutions. Recipient nations are faced with the challenge of negotiating, managing and reporting on an array of projects that cut across a wide range of sectors and likely involve dozens of separate donors and institutions. This uncoordinated approach to development left many developing countries without a sense of ownership for their overall national development process.

The true measure of success for the UN is not how much we promise, but how much we deliver for those who need us most.

UN Secretary-General Ban Ki-moon, October 3, 2006

In 2006, in response to feedback from donors and partner nations alike, the UN embarked on the One UN process, tasked to deliver development assistance more effectively by removing layers of needless and cumbersome bureaucracy and increasing transparency and accountability. In order for the One UN process to be truly effective and reach its goal of delivering faster and more effective development operations, it needs to ensure that gender equality and women’s issues are effectively and adequately integrated into the reform process. Empowerment of women is not simply an end in itself, but a key step towards eradicating poverty and creating a UN-supported development process that catalyzes the untapped potential of women around the world. This primer provides an overview of the One UN process including descriptions of the eight pilot programs and an analysis of how gender is being addressed as the eight pilot programs implement the One UN process.

Genesis of the One UN Reform Process

In February and March 2005, the High Level Forum on Aid Effectiveness convened in Paris, France.³ The goal of the forum was to establish commitments from both donor and recipient countries for the reform of aid delivery and management. The hope was that an improved, more robustly funded international aid process would lead to better development results that alleviate

¹ UNFPA *State of World Population*, 2005. 14 March 2009 <<http://www.unfpa.org/swp/2005/english/ch2/index.htm>>.

² *Global Data Monitoring Information System*, 2004. 14 March 2009 <<http://ddp-ext.worldbank.org/ext/GMIS/gdmis.do?siteId=2&goalId=7&menuId=LNAV01GOAL3>>.

³ *Paris High Level Forum*, 2005. 14 March 2009 <<http://www.aidharmonization.org/secondary-pages/Paris2005>>.

poverty and increase economic growth. Development officials and ministers attended the Paris High Level Forum from 91 countries, along with 26 donor organizations and representatives from civil society organizations and the private sector. This important meeting resulted in the Paris Declaration on Aid Effectiveness, which examined the responsibility of developed and developing countries for delivering and managing development aid based on five key principles:

“Aid is only effective if it achieves good development results, and good development results are not possible if gender inequalities persist, environmental damage is accepted, or human rights are abused.”¹

--Mary Robinson, former UN High Commissioner for Human Rights

1. ***Ownership***: Partner countries will exercise effective leadership over their development policies and strategies and coordinate development actions with donors.
2. ***Alignment***: Donors will base their overall support on partner countries’ national development strategies, institutions and procedures.
3. ***Harmonization***: Donors’ actions will be harmonized, transparent and collectively effective.
4. ***Managing for Results***: Both donors and partners will concentrate on managing resources and improving decision-making for more effective development results.
5. ***Mutual Accountability***: Donors and partners will be reciprocally accountable for development results.⁴

Unfortunately, the Paris Declaration only briefly acknowledged gender equality as important to aid harmonization⁵, but did not single gender equality out as a development goal in and of itself.⁶ This glaring omission lacked the strong commitment to gender equality that many in the global women’s movement were expecting. Rather than explicitly stating the widely documented linkages between gender equality and development success, women’s issues were again marginalized in the international aid framework.

In 2006, responding to the Paris Declaration, then UN Secretary-General Kofi Annan established the fifteen-member High-Level Panel on System-Wide Coherence (SWC).⁷ The SWC process was designed to radically rethink the current structure of the UN and to lay the groundwork for fundamental changes in the UN procedure to help streamline UN sponsored development assistance and humanitarian aid. The Paris Declaration provided new opportunities to translate donor and government commitments into more effective development results. The High-Level Panel on SWC was the UN’s opportunity to contribute to the shared goal of development for all. Many of the problems identified by donor and partner governments in the Paris declaration also

⁴ “Paris Declaration on Aid Effectiveness,” High Level Forum, Paris, Feb. 28-Mar. 2, 2005: 3-9.

⁵ See paragraph 42 of the Paris Declaration on Aid Effectiveness for information regarding aid harmonization.

⁶ *Ibid.*, 7.

⁷ The Panel was comprised of three women and twelve men, selected from a diverse set of UN member states: Shaukat Aziz (Co-Chair), Prime Minister, Pakistan; Gordon Brown, Member of Parliament, United Kingdom; Luísa Dias Diogo (Co-Chair), Prime Minister, Mozambique; Mohamed T. El-Ashry, Egypt, Senior Fellow, United Nations Foundation; Robert Greenhill, President of the Canadian International Development Agency; Ruth Jacoby, Director-General for Development Cooperation, Ministry for Foreign Affairs, Sweden; Ricardo Lagos Escobar, Former President of the Republic of Chile; Louis Michel, Belgium, European Commissioner for Development and Humanitarian Aid; Benjamin W. Mkapa, Former President, United Republic of Tanzania; Jean-Michel Severino, France, Director General, French Development Agency; Josette S. Shiner, Under-Secretary for Economic, Business and Agricultural Affairs, United States Department of State; Jens Stoltenberg, (Co-Chair), Prime Minister, Norway; Keizo Takemi, Senior Vice-Minister of Health, Labour and Welfare, Japan; Kemal Derviş, Turkey, Administrator of the United Nations Development Programme; Lennart Båge, Sweden, President of the International Fund for Agricultural Development. [United Nations Secretariat to the High Level Panel on System-wide Coherence](http://www.un.org/events/panel/index.html), 2006. 14 March 2009 <<http://www.un.org/events/panel/index.html>>.

existed (and still exist) within the UN system. Fragmentation of planning and resources, competition among agencies with conflicting mandates, wasted resources and lack of accountability all contribute to ineffective development assistance. The Panel's job was to evaluate UN policies and procedures, especially in the fields of development, environment and humanitarian assistance, and deliver recommendations on how the UN can better assist countries in meeting internationally agreed upon development goals.

The One UN Process: Principles and Framework

The initial proposal of the High-Level Panel on System Wide Coherence, entitled *Delivering as One*, was first presented on November 9, 2006. In writing the report, the Panel sought to outline a reformed system that would “overcome the fragmentation of the United Nations so that the system can deliver as one, in true partnership and meeting the needs of all countries.”⁸

The High-Level Panel found that the UN consisted of many large and complex organizations and that these caused widespread systemic inefficiencies within the UN. With numerous governing bodies overseeing a diverse range of programs and agencies, a lack of coherence undercut the progress of UN projects on the ground and prevented streamlined programmatic, policy and management procedures.

In response, the Panel drafted a series of recommendations to implement both on the ground and at the UN Headquarters. The One UN process, as proposed in the *Delivering as One* report, sought to integrate and focus the various UN agencies' efforts into one coherent approach to development assistance and humanitarian aid. The goal of the One UN process was to create synergies between the various UN agencies by focusing on shared objectives and mutually reinforcing approaches, in order to ensure accelerated and more efficient development operations.

The One UN process recognizes gender equality and gender mainstreaming as a cross-cutting component throughout its recommendations for reform. However, further efforts must be made to ensure gender equality is developed and integrated as its own programmatic initiative throughout the One UN process.

Delivering as One recommendations :

Country Level

- The One UN Programme should be implemented as a joint partnership between domestic government officials, UN staff and international donors. This shared vision should be in line with the national development framework as well as internationally agreed upon development goals. The UN Country Team's common country assessment or national analysis would constitute the foundation for the development agenda, reflecting the UN's added value in the specific country context. All UN services and expertise is drawn on, including those of non-resident agencies, in order to more effectively deliver a multi-sectoral approach to development.
- One leader, the Resident Coordinator (RC), would be assigned to integrate and coordinate all UN program activities in their designated country. The RC is expected to oversee the One UN Country Programme working within one budgetary framework and leading synthesized operations out of one national office. The RC is empowered to negotiate the

⁸ *Delivering as One*. Report of the Secretary General's High Level Panel. New York: United Nations, 2006.

One Country Programme with the local government on behalf of the entire UN system. Mutual accountability is expected for both the RC and his/her country teams; all Programme staff agree upon outcomes and compliance with the Programme's strategic plan.

Headquarters Level

- A United Nations Sustainable Development Board (UNSDB) should be created to oversee all One UN Country Programmes and ensure coherence and coordination while monitoring performance of global activities. The Board should comprise of a representative sub-set of member states on the basis of equitable geographic representation, and would enhance the participation and voice of developing countries. The UNSDB would be responsible for endorsing the One UN Country Programme in each country, allocating funding and evaluating its performance against the objectives agreed upon in the national development strategy.
- The Secretary-General should appoint a UN Development Coordinator with responsibility for the performance and accountability of UN development activities. The Development Coordinator would report to the UNSDB and would be supported by a high-level coordination group composed of the heads of principal development agencies and an expert secretariat drawn from across the UN system.
- The Secretary-General should establish an independent task force to further eliminate duplication within the UN system and consolidate UN entities where necessary. The task force clearly delineates the specific roles of each UN agency including UN Funds, Programmes, specialized Agencies and regional entities. It also makes recommendations for mergers or consolidation of UN entities with duplicative functions and ensures complementarity of programmatic mandates.

Funding

- A Millennium Development Goal (MDG) Funding Mechanism should be established to provide multi-year funding for the One UN Country Programmes; the UNSDB would govern this mechanism.
- Donors are encouraged to support consolidated multi-year funding for the One UN Country Programmes and core budgets of UN entities committed to reform. Within this new system, funding follows performance, rewarding results both for the One Country Programmes and for UN Headquarters funding. The purpose of linking funding to performance is to improve outcomes not to reduce funding. This approach offers donors an opportunity to demonstrate by their actions that funding and performance are linked to results and reform.

Humanitarian Assistance

- In order to fully utilize the coordination role of the UN, humanitarian response should be improved by strengthening partnerships between the UN, governments and NGOs. Stronger coordination of humanitarian organizations through "cluster approaches"⁹ establishes lead roles for agencies to deliver specific assistance such as shelter, water, food, etc.

⁹ The Cluster Lead Agency System was adopted by the UN system in 2005. Its purpose is to assist in identifying organizational leaders in different areas of humanitarian response.

- Fully and consistently funding the Central Emergency Relief Fund (CERF) would facilitate quicker, more effective flows of funds in response to disasters. Investing in risk reduction, early-warning and innovative disaster assistance strategies and mechanisms would mitigate the aftermath of many disasters.
- The UNHRCR must re-evaluate and clarify its mandate to be more inclusive; the responsibility for internally displaced persons must be resolved.
- UNDP's role in post-conflict and post-disaster settings should be strengthened. Once a crisis has stabilized and humanitarian coordination winds down, the UNDP must assume a lead role. The UNDP should be supported by stronger leadership, quicker funding and better cooperation among local and international organizations during the transition to the post-disaster recovery process.
- "Successful post-disaster reconstruction requires an understanding of ongoing political, economic and social processes that enable and constrain affected populations to rebuild their lives."¹⁰ Supporting nationally owned strategies demands integrating vulnerability and risk reduction into all phases of recovery and development planning as led by the UNDP.

Environment

- International environmental governance should be fortified and made more coherent in order to improve effectiveness and better target environmental activities within the UN system.
- The Secretary-General should commission an independent assessment of international environmental governance within the UN system to establish a basis for reform toward System-Wide Coherence.
- The Global Environmental Facility should be strengthened as the major financial mechanism to assist developing countries in building their capacity for integrating environmental programming as part of UN reform.
- The United Nations Environmental Programme's (UNEP) should be enhanced and empowered as the environmental policy pillar of the UN system. UNEP should provide primary substantive leadership and guidance on environmental issues.
- Environmental considerations need to be mainstreamed into each One UN Country Programme's actions and strategies; this mainstreaming will support the UN's goal to consistently pursue sustainable development within its institutional architecture.

Gender Equality

- A dynamic UN entity focused on gender equality and women's empowerment should be established. Four existing UN entities (United Nations Development Fund for Women (UNIFEM), Office of the Special Advisor on Gender Issues (OSAGI), UN Division for

¹⁰ Telford, John and John Cosgrave. "Joint Evaluation of the International Response to the Indian Ocean Tsunami." Synthesis Report. 2006.

the Advancement of Women (UNDAW), and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)) should be consolidated into one enhanced and independent gender entity.

- An Under Secretary General would be appointed to lead this new organization. He or she would ensure representation and decision making at the highest level in both policy development and program operations at the global and country levels. This high level leadership would effectively drive the gender equality and women's empowerment agenda within the UN.
- This new synthesized gender organization would have a stronger normative and advocacy role, combined with a targeted programming role. This is essential for a UN entity for women to effectively improve the lives of women on the ground.
- This reformed UN entity would encourage accountability at both the national and international levels, including through meaningful involvement of civil society in its governance and programming, in particular from non-governmental organizations.¹¹
- Gender equality would become a guaranteed mandate throughout the UN, including among One UN Country Programmes and all UN reform processes. The commitment to gender equality would be strengthened and pursued consistently as a UN mandate by integrating women's human rights into all programming.

The Bretton Woods Institutions

- The Secretary-General, the President of the World Bank and the Executive Director of the International Monetary Fund should set up a process to review and update formal agreements on their respective roles at the global and country level. These reviews must be periodically updated and assessed. Once this process has been implemented, the UN would have a more influential role in the negotiation of more comprehensive partnership agreements with the World Bank and the International Monetary Fund.

Implementation of the One UN Pilot Programmes

One of the key recommendations from the High-Level Panel on SWC was for pilot countries to test ways in which the UN can deliver services in a more harmonized manner at the country level. Eight countries expressed interest in participating in the One UN Pilot Programme: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Vietnam. Each country implemented the One UN programme in different ways following the general guidelines specified for this process. Additionally, because each country began implementing the One UN initiative at different times, they are now at different stages of refocusing and restructuring to meet the One UN objectives.¹² The table below details each of the One UN pilot countries, their official date of initiating the One UN process, lists each of the UN agencies involved in the process, their stated priorities and notable achievements to date, and highlights the ways in which gender has been addressed.

¹¹"Campaign for Stronger Gender Equality Architecture Reform ." Campaign Statement Key Messages. 2009.

¹² Equally specific and current information on each Country Programme's current status is not readily available for all UN Pilot countries.

	Key Facts	Priority Areas and Goals	Notable Reforms Implemented
Albania	<p>Selected as pilot in January 2007, officially signed agreement in October 2007</p> <p>12 UN agencies involved in process</p>	<p>To hasten integration into the European Union and to achieve its national development goals.</p> <p>More transparent and accountable governance of UN and other aid programs, greater inclusive participation in public policy and decision making from national and international stakeholders, increased and more equitable access to basic services for all Albanians, regional development to reduce disparities, and environmentally sustainable development, are also all listed as goals.</p> <p>One UN Programme states that gender equality will be “incorporated throughout the implementation”¹³ in all priority areas.</p> <p>UNIFEM will lead on gender issues in the pilot program.</p>	<p>Established a One UN Coherence Fund, which pools all resources into a common fund to support Albania’s priorities, including gender equality and women’s empowerment.</p> <p>Proposed a site for a One UN House office that will be staffed by at least one hundred people and combine all agencies in one location.</p> <p>Has asked UNIFEM to increase its programming in Albania and to lead on gender in the pilot.</p> <p>A Joint Programme on gender equality has been established.</p>
Cape Verde	<p>Commitment to pursue One UN reforms in 2006, officially became a pilot country in January 2007</p> <p>20 UN Agencies involved in process</p>	<p>Focuses on the current areas of cooperation between its government and the UN agencies outlined in United Nations Development Assistance Framework (UNDAF) 2006-2010, especially four key areas: growth, governance, environment, and human capital and social protection.</p> <p>Utilizes a human rights based approach with particular attention paid to the principles of non-discrimination, access to services, gender equality and groups that are particularly vulnerable to human rights abuses.</p> <p>Gender also noted as an important element in achieving the One Programme goals.</p> <p>Gender is addressed as a cross-cutting issue, along with capacity building, HIV/AIDS, and human rights¹⁴.</p>	<p>Steering Committee established in October 2007, co-chaired by Minister of Foreign Affairs and the UN Resident Coordinator.</p> <p>Created a One Programme plan that will increase cooperation between the UN and government programs in focusing on above goals, intended for the period 2008-2011.</p> <p>Selected a Gender Advisor to support the One UN Programme, One Programme pledges to take gender into account in all projects and programs.</p>
Mozambique	<p>Designated a One UN Pilot Country in January 2007</p> <p>Contributions from 20 UN agencies included in One Programme</p>	<p>Focuses on the achievement of the Millennium Development Goals, with progress especially needed in gender equality, universal education, HIV/AIDS, and environmental sustainability.</p>	<p>Established One Fund to provide support for the One UN initiatives.</p> <p>Steering Committee made up representatives of government, UN and development partners.</p> <p>Created a Delivering as One Operational Plan, outlining a vision of utilizing the comparative advantages of each UN agency to better achieve Mozambique’s development priorities.</p>

¹³ [One UN in Albania](http://www.un.org.al/subindex.php?faq=details&id=3&mnu=7), 2006. 14 March 2009 <<http://www.un.org.al/subindex.php?faq=details&id=3&mnu=7>>.

¹⁴ See following section for discussion of gender as a cross-cutting issue.

<p>Pakistan</p>	<p>Began reforms in March 2007 and signed One Programme document in February, 2009</p> <p>All 18 UN agencies with operations in the country are participating</p>	<p>Focuses on the following major areas of UN support: rural development and poverty reduction, education, health and population, environment, and disaster risk management.</p> <p>Gender equality is listed as a cross-cutting issue along with human rights, refugees, and civil society organizations¹⁵.</p>	<p>Set up a separate Transformation Fund managed by the UNDP to provide resources to support the change and integration process.</p> <p>Will use “green” design in the construction of One UN House.</p>
<p>Rwanda</p>	<p>Began as pilot on signing of concept note in April 2007</p> <p>22 UN agencies participating in process</p>	<p>Focuses on the following five areas: governance, health, HIV, nutrition and population, education; environment and sustainable growth and social protection.</p> <p>UNIFEM is heavily involved with process and has included specific gender related outputs and outcomes and designated implementing partners specifically targeting women’s empowerment and gender equality.</p>	<p>Established a Steering Committee chaired by the Minister of Finance and Economic Planning.</p> <p>Combined several UN services in areas such as human resources, Information and Communication Technologies, finances, administration, and security and procurement.</p> <p>A joint UN recruitment panel, UN Travel Agency, UN Security Unit, and UN Dispensary have been established.</p> <p>Allocated a plot of land to build its One Office, which will house most of the UN agencies working in Rwanda.</p> <p>Established a Gender Task Force with the goal of providing operational support for the planning and implementation of the One Programme.</p>
<p>Tanzania</p>	<p>Official launch as pilot in January 2007</p> <p>17 UN agencies represented in the One Programme</p>	<p>Goals are to support progress towards the national development priorities of national growth and poverty reduction and towards the Millennium Development Goals, including employment and economic empowerment, reduction of maternal and infant mortality, strengthening HIV/AIDS response, and other sustainable development goals.</p> <p>Agencies represented include United Nations-Civil Society Advisory Committee (UNCSAC) which works to increase the involvement of civil society in the process.</p>	<p>Formed Joint Programmes on environment, education, and social protection.</p> <p>Established One Fund to support the coherent resource mobilization, which has already disbursed funds to the Joint Programmes.</p> <p>One Programme drafted with the help of UNIFEM and contains several key goals related to its gender indicators, especially targeting gender equality with set objectives and activities.</p>

¹⁵ See following section for discussion of gender as a cross-cutting issue.

<p>Uruguay</p>	<p>Official launch as pilot in October 2007</p> <p>19 agencies active in the country represented on One UN team</p>	<p>Puts strong emphasis on poverty reduction initiatives and plans to organize and focus work on the MDGs.</p> <p>Added three priorities to pre-existing goals; to strengthen state capacities in development planning, to promote citizen participation, to strengthen social public policies and social inclusion programs, and to fight inequality and discrimination.</p> <p>Gender is treated as a cross-cutting issue in Uruguay along with human rights and local development¹⁶.</p>	<p>Established a Steering Committee consisting of representatives of the national government, the United Nations Resident Coordinator in Uruguay and participating UN agencies, became operational in December 2008.</p> <p>Increased the amount of joint programming between various UN agencies, as well as between the UN System and the government.</p>
<p>Vietnam¹⁷</p>	<p>Selected as pilot country in December, 2006</p> <p>Initial process involved 3 UN agencies, UNICEF, UNDP and UNFPA, soon joined by UNAIDS, United Nations Volunteers (UNV) and UNIFEM, 8 more agencies joined in 2008</p>	<p>Form more coherent programming to allow UN agencies to work towards the “three pillars” of the Viet Nam SocioEconomic Development Plan; economic growth, social development and environmental protection.</p> <p>Has a policy of gender mainstreaming within the UN country team and all One UN programs.</p> <p>One UN Plan addresses gender as a cross-cutting issue.</p>	<p>Established One Fund and a contribution from first donor, Norway, has been received.</p> <p>Made progress towards establishing common services and guidelines among all UN programs.</p> <p>Planning to make One Office, a carbon-neutral “Green One UN House,” with hopes it will be a model of sustainable and innovative building.</p> <p>Considered to be the most advanced to date in the One UN reform process among the eight pilot countries due to its early start in the process.</p> <p>Six gender equality outputs in its program, which include projects addressing the mainstreaming gender in economic and social policies, violence against women, and reproductive health.</p>

¹⁶ See following section for discussion of gender as a cross-cutting issue.

¹⁷ Vietnam is a unique case among the One UN pilot countries in that the process was begun by the Vietnamese government and the UN Country Team before the *Delivering as One* report was published in 2006, and the country was already taking actions for greater coherence and simplification of development aid at this time. Vietnam’s reform process began in September 2005.

Gender under the One UN¹⁸

The One UN approach offers a promising way to support gender equality at the country level and puts pressure on the UN to act upon its rhetoric. Gender equality is stated as a key priority of the One UN process, as outlined in the *Delivering as One* report, yet review of the current pilot countries shows that the program framework needs to introduce initiatives specifically targeting gender equality, and to not simply address gender as a cross-cutting issue. The often marginalized and disempowered status of women in societies is a result of several factors, including cultural practices, legal systems, and educational opportunities. Thus, addressing gender issues from a variety of angles is necessary for achieving true gender equality. Limiting gender to a cross-cutting issue often results in no one designated office to oversee this priority and consequently there is very little accountability for whomever is responsible for creating, implementing, and monitoring plans targeted at gender equality. For this reason, it is imperative that specific programmes, staff, and budget lines are aimed specifically at empowering women and creating gender equality.

At present, UNIFEM is involved at some level in all eight One UN pilot programs. UNIFEM's current mandate focuses on gender within the UN system. Thus, their presence indicates UN Headquarters' recognition that gender equality is a necessary consideration for all country pilot programs. In most cases, a UN Resident Coordinator or Country Team has requested support to provide technical assistance to the UN System and contribute to system-wide efforts to incorporate gender as part of "delivering as one." UNIFEM's efforts have led to the inclusion of gender equality as one of the five principles of common country programming in the Common Country Assessment (CCA)/UNDAF guidelines. These guidelines give support to the eight pilot countries involved in the One UN program.¹⁹ However, there remains much work to be done to ensure inclusion of gender issues when embarking on this reformed holistic approach.

Albania²⁰

The Albanian government has asked UNIFEM to increase its programming in Albania and to take the lead on issues of gender in Albania's pilot program. There is a Joint Programme (JP) on gender equality and its proposed budget is 3.5 million USD for two years. The government of Albania recently developed a national strategy on gender equality and domestic violence that spans from 2007 to 2010 (NSGE-DB 2007-2010). The One UN process will work to incorporate this National Strategy as part of Albania's JP on gender equality and will address gender as a cross-cutting issue.

UNIFEM's review of the One UN Programmes shows that in general these programs demonstrate only a verbal commitment to gender equality, and as such pose two main challenges.

Challenges:

1. Most One Programmes are subsets of UNDAF. As the UNDAFs were set first, there is already an underlying structure in place. This makes it difficult to holistically incorporate gender equality priorities into Joint Programmes.

2. Although gender equality is stated as a UN priority, there are not sufficient resources and support in place to make it a reality. UNIFEM cannot yet assess the extent to which gender has been mainstreamed in the Budget Framework of the One UN process at the country level. This is largely because there are no separate outcomes for "women" or "gender" in the current Budget Framework; instead, these categories are attached to other priorities and outcomes. When gender equality is tied to other outcomes there is no way to determine if it is actually being funded and leads to further problems of tracking and accountability. Separate budget lines are needed to ensure that adequate resources are dedicated to gender equality.

¹⁸ There is limited information available about gender initiatives in the One UN process. UNIFEM has taken the lead in evaluating the reform process from a gendered perspective through its document: United Nations Development Fund for Women. Progress Report: UNIFEM experience in the "Delivering as One" Pilot Countries.

¹⁹ "UNIFEM experience in the "Delivering as One" Pilot Countries." Progress Report. 2008.

²⁰ Ibid

Cape Verde²¹

A Gender Advisor has been selected to support the One UN Programme, and gender equality has been recognized as a cross-cutting issue. In addition, Cape Verde's One UN Programme utilizes a human rights based approach with particular attention paid to the principles of non-discrimination, access to services, gender equality and groups that are particularly vulnerable to human rights abuses (such as women and children).

Mozambique²²

The JP on gender in Mozambique is still in the draft stages, but will be coordinated by the UNFPA with the support of UNIFEM. The budget for this JP is 11.85 million USD, however, 9.1 million USD of this budget is still unfunded. Other gender initiatives within the country include a two-day sensitization conference on gender and aid effectiveness financed by Irish Aid and implemented by the government of Mozambique, and projects by the UN Trust Fund to Eliminate Violence against Women (VAW).

Pakistan²⁴

Pakistan is one of the most recent countries to launch its One UN Programme. Gender equality is addressed as one of four cross-cutting themes. Pakistan is expected to have one JP dedicated to gender parity funded by the Spanish Government through the UNDP-Spanish MDG Achievement Fund. Pakistan will receive additional funds dedicated to gender, migration and HIV&AIDS. This joint gender proposal is the first programmatic attempt by the UN system in Pakistan to implement a holistic approach to address national priorities specifically around gender equality and women's empowerment. This joint gender program will support the government's efforts to focus on gender equality across the three pillars of the National Policy on Development and Empowerment of Women: legal and political, economic and social empowerment.

Pilot Country	Gender Equality Joint Programme?
Albania	Yes
Cape Verde	No
Mozambique	Planned
Pakistan	Yes – planned
Rwanda	Planned
Tanzania	Proposed but not yet implemented
Uruguay	No
Vietnam	Yes

Rwanda²⁵

Rwanda has one of the strongest One UN Programmes on gender, complete with specific outputs and outcomes, and designated implementing partners that target women's empowerment and gender equality. Gender is consistently integrated throughout the *One UN Programme Rwanda Common Operational Document 2008-2012*; many examples are found within the country's UNDAF: *Result One: Good Governance Enhanced and Sustained*.²⁶ UNIFEM, UNFPA and ILO are identified as the key responsible parties for ensuring the implementation of specific gender equality outputs. In addition, there is a UN Task Force on gender in Rwanda, which is responsible for advising and giving feedback to the UNDAF task groups to guarantee gender is mainstreamed

²¹ [The One Programme Au Cape Verde](#). New York: United Nations, 2008.

²² "UNIFEM experience in the "Delivering as One" Pilot Countries." Progress Report. 2008.

²³ "UNIFEM Key Points Emerging from Reports by Governments, UNCTs and UN Agencies." Stocktaking Exercise Report. 2007.

²⁴ [UNDP Pakistan - UN Reform in Pakistan](#). 2006. 14 March 2009 <<http://www.undp.org.pk/un-reform-in-pakistan.html>>.

²⁵ [UN Rwanda - Gender](#). 2008. 14 March 2009

<http://www.unrwanda.org/index.php?option=com_content&task=view&id=26&Itemid=36>.

²⁶ [UNDP Rwanda - Democratic Governance - Programme for Strengthening Good Governance](#). <http://www.undp.org.rw/Democratic-project46259.html?id=112>. New York: United Nations, 2008.

in the planning processes of the One Programme. Joint meetings between government and UN gender focal points will also be held quarterly.

Tanzania²⁷

UNIFEM was instrumental in drafting the One UN Programme in Tanzania. It incorporates key gender indicators from Tanzania's National MDG report and Poverty Reduction Strategy Paper (PSRSP). Three of Tanzania's JPs clearly target gender equality with set objectives and activities. In addition, UNIFEM is involved at all levels of the One UN pilot in Tanzania including management, operations, training, and technical assistance.

Uruguay²⁸

The four programmatic areas Uruguay emphasizes include achieving sustained and sustainable economic growth, reducing poverty, reducing inequities, and promoting the enforcement of human rights and democracy. Gender is a key component of the reducing inequities Programme. Uruguay outlines specific outcomes, outputs, and implementing parties for gender within its One UN Programme. Under Uruguay's third listed outcome: "reduction of discrimination and the promotion of social integration processes", there are three outputs dedicated to gender: policies, plans and programmes to fight inequality, a national plan on equal opportunities and rights, and strategies to safeguard sexual and reproductive equity.

Vietnam²⁹

The UN Gender Programme Coordination Group (PCG) recently conducted a gender audit to determine the strengths and challenges to delivering as one in regards to gender within the UN system in Vietnam. The findings of this audit indicate that there are some significant challenges facing Vietnam before achieving this goal. While two thirds of the staff in the UN Gender PCG believe gender is mainstreamed in the agency, only half of the staff (54%) believe gender is effectively monitored and evaluated. In addition, 47% list the government and stakeholders as a barrier to gender mainstreaming. Furthermore, a shocking 40% of the staff does not consider gender mainstreaming to be a priority. The Gender PCG is addressing these issues in a variety of ways, one of which includes a gender briefing kit with an overview of gender issues in Vietnam and the related government policy and legislative frameworks. This gender audit will serve as an initial baseline for future monitoring of progress for women's empowerment and gender equality within Vietnam. Finally, a gender mainstreaming strategy is set to be developed in 2009 and will include capacity building for UN staff.

Accountability to women is the key to building a nation based not on violence but on peace and security, development and human rights. Men and women must work in partnership towards these goals. This is our hope for the future.¹

President of Timor-Leste and Nobel Peace Prize Winner, Dr. José Ramos-Horta

²⁷ "UNIFEM experience in the "Delivering as One" Pilot Countries." Progress Report. 2008.

²⁸ "UNIFEM experience in the "Delivering as One" Pilot Countries." Progress Report. 2008.

²⁹ "Delivering as One on Gender in Viet Nam." November 2008. <<http://www.undg.org/docs/9639/Delivering-as-One-on-Gender.pdf>>.

Glossary of Terms

High Level Panel on Aid Effectiveness – conference held in Paris in March 2005 that brought together representatives from nearly 100 countries and national development agencies, twenty six donor organizations and partner countries, representatives of civil society organizations and the private sector. The delegates agreed to a Declaration on Aid Effectiveness called the Paris Declaration.

The Paris Declaration - endorsed on 2 March 2005, a set of commitments towards reforming the way aid is delivered and managed. The declaration also included twelve indicators to assist with monitoring progress.

High-Level Panel on System-Wide Coherence – established by the Secretary-General to explore how the United Nations system could work more coherently and effectively across the world in the areas of development, humanitarian assistance and the environment. Discussion has centered on a reorganization of the UN’s agencies, funds and programs into three large “pillars” to avoid duplication of work and increase efficiency.

System Wide Coherence (SWC) – the process undertaken by the UN, including the One UN process, to increase efficiency and coordination within the UN system.

Delivering as One – The Outcome Document of the High Level Panel on System-Wide Coherence. This study examined a range of options on how best to strengthen the coordination of UN’s operational activities world-wide, including, as requested by Member States, the possibility of creating more tightly managed UN’s entities in the fields of the environment, humanitarian assistance and development. The Secretary-General strongly believes that a fundamental review of these activities is central to the long-term success of the overall UN reform process and critical if the UN’s system is to be able to play its role in supporting Member States to achieve the Millennium Development Goals.

One UN – the reform process of the UN’s many and diverse agencies in order to deliver in a more coordinated way at country level. The objective is to ensure faster and more effective development operations and accelerate progress to achieve the Millennium Development Goals to deliver more and better for the poorest and most disadvantaged.

One Country Programme – the individual process of reform taking place within each country.

One UN Pilot Countries - the eight countries involved in the One UN reform process. They are Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Vietnam.

Gender Equality - equal treatment of women and men in laws and policies, and equal access to resources and services within families, communities and society at large. Fairness and justice in the distribution of benefits and responsibilities between women and men. It often requires women-specific programs and policies to end existing inequalities.

Cross-Cutting Issue - issues that touch on general principles such as democracy and human rights, good governance, children's rights and the rights of indigenous peoples, gender equality, a sustainable environment and HIV/AIDS.

Gender Audit – a process undertaken to provide governments, multilateral organizations and NGOs with a broader understanding of the gender dimensions and the issues faced and give

recommendations on how such considerations can be incorporated into the intergovernmental dialogue and final outcomes of the process.

Resident Coordinator – the designated representatives of the Secretary-General for development operations. These individuals work closely with national governments and UN country teams to advocate the interests and mandates of the UN drawing on the support and guidance of the entire UN family. This position is funded and managed by UNDP.

Gender Advisor - provides technical competence on gender issues with a holistic approach to development. This individual will keep abreast of research, gather and communicate lessons learned from experience; partnering with colleagues, other Advisors, consultants and institutions; and playing a strong advocacy role within and on behalf of the Bureau on gender issues. They are responsible for ensuring that the skills of Bureau staff in gender mainstreaming are continuously enhanced and that the mainstreaming of gender as an area of focus is continuously included in all programmatic work.

Joint Programme – are attempts to form a collective and integrated approach to the operations of the United Nations at the country level in order to enhance effectiveness. For example, UNAIDS is a Joint Programme that brings together the work and resources of ten UN organizations to coordinate AIDS response.

MDG Strategy Support Fund – this is a fund recommended for each of the One UN pilot countries to create. The fund is administered by the Resident Coordinator, in line with national priorities, including the One UN reform process. Donors are strongly encouraged to contribute through this fund.

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